

The New Plan of Operation *of the* Consolidated University of North Carolina

The University of North Carolina at Chapel Hill

North Carolina State College of Agriculture and Engineering
at Raleigh

Woman's College of the University of North Carolina at Greensboro

*Being Recommendations made by President
Frank P. Graham to the Board of Trustees,
June 11, 1935, and passed by that body.*



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FOREWORD

These recommendations made by President Graham to the Board of Trustees, and adopted by that body, form a new charter of operations for the Consolidated University of North Carolina. Enacted to marshal North Carolina's total resources behind a program of higher education, the recommended and adopted procedures call for the cooperative support and thorough understanding of the alumni and alumnae of the now component parts of the unified and coördinated University. Accordingly, this copy of the adopted recommendations is sent you in the anticipation that you will read it carefully and become acquainted and informed with the course of this unique undertaking in higher education in North Carolina.

The New Plan of Operation of the Consolidated University of North Carolina

As we face today the crucial question of engineering education in the Consolidated University we must come to grips with the more fundamental matter of duplication and allocation of functions on the upper college and graduate levels. It is well first of all briefly to review and summarize consolidation to date and look at the processes in the perspective of the larger purposes and values of the whole coördinated and unified university.

The act of consolidation ratified March 27, 1931, provided:

Section 1. That the University of North Carolina, the North Carolina State College of Agriculture and Engineering, and the North Carolina College for Women are hereby consolidated into the University of North Carolina.

Section 2. That the North Carolina State College of Agriculture and Engineering shall be operated as part of the University of North Carolina. It shall be located at Raleigh and shall be known as the North Carolina State College of Agriculture and Engineering of the University of North Carolina.

Section 3. That the North Carolina College for Women shall be operated as part of the University of North Carolina. It shall be located at Greensboro and shall be known as the Woman's College of the University of North Carolina.

The act also provided for a commission of twelve members, six to be representative of the three institutions and six to be representative of the State at large. The commission was charged with the duty to unify the executive control, to unify and coördinate the general educational program of the University of North Carolina, to work out a scheme in which and through which all the problems arising from the consolidation of the three existing institutions could in its opinion be best served, and to employ distinguished and competent experts in the several pertinent fields of higher education in America. It was also provided that the final location of all schools, departments, and divisions of work now located at any of the three institutions should be subject to the study and recommendations of the experts and the commission without prejudice by any provision in the act. Provision was made for completely safeguarding for each institution, in accordance with the desires and will of the donor, any private endowment and all present and future benefactions.

The able, nationally distinguished, and disinterested experts

summarily recommended in effect provisions for a junior and senior undergraduate woman's college, a summer session, and an extension division at Greensboro; a junior college at Raleigh; and at Chapel Hill, a junior and senior college, school of engineering, school of commerce, school of public welfare, school of agriculture and forestry, school of industries, school of law, school of medicine, school of pharmacy, school of fine arts, school of home economics, the summer school, and the extension division. The reasons for these recommendations are set forth in the 1932 report of the commission.

The commission on consolidation did not adopt for recommendation to the trustee the most drastic of these recommendations but recommended some entire parts of the recommendations and modified some other parts.

The board of trustees, November 14, 1932, passed the following resolution: "Resolved, that the trustees of the University declare it to be their purpose to observe with full loyalty, both the letter and spirit of the legislative mandate to preserve the integrity of the institutions at Chapel Hill, Raleigh, and Greensboro, and declare it to be the sense of this board that the high standards of these institutions shall be maintained, and specifically that there is no intention to demote any of the institutions to the rank of junior college or to discontinue the schools of engineering at Chapel Hill or Raleigh." Under a resolution of the board the governor appointed the trustees' committee to advise on further steps in consolidation.

The actual steps in consolidation to date are:

1. One board of trustees.
2. One executive committee of the board.
3. One president.
4. One controller.
5. One administrative council of representatives of the three institutions and their faculties.
6. Transformation of three schools of education into departments.
7. No new registration in the school of business at State College.
8. No new registration in elementary education in the college at Chapel Hill.
9. Discontinuance of the library school at the Woman's College, with a later provision made, on recommendation of the presi-

dent, for two library courses for teachers in the department of education at the Woman's College.

10. A joint directorate, under a chairman, of the all-University Extension Division.

11. No men students at the Woman's College, in accordance with its purpose and the needs of the state for a distinctly and preeminently woman's college of arts and sciences.

12. The abolition by the board of the offices of vice-president and the appointments by the president, with advice of the trustees' committee, of three deans of administration.

13. The appointment of one director of the coördinated summer school, the abolition of the offices of associate directors, and the assumption of their administrative responsibilities by the deans of administration.

14. The beginning of the mobility of staffs and students.

15. The appointment of one dean of one graduate school and the beginning of the coördination and consolidation of graduate work in one graduate school under a provisional council appointed by and responsible to the president.

16. Studies by committees from the students, faculties, trustees, and the state with regard to the curricula, budget, student life, departments and schools, in relation to the resources and opportunities of the University and the needs of the people.

Our question now is: what, if any, should be the next step in consolidation? In addition to the trustees' committee appointed by the governor, the president appointed committees to advise him on agricultural policies, the textile school, engineering education, teacher training, and other departments of the life of the three institutions. He also referred for discussion and advice the whole question of consolidation and allocation of functions to the administrative council of the Consolidated University.

The president did not meet with the committee on engineering education. He submitted some definite questions for their consideration, but left them free to make their own studies and recommendations in their own way. By the close vote of 6 to 5 this committee recommended that the engineering schools be consolidated at State College. I have deeply appreciated their valuable memoranda but I have not felt bound by their recommendations. I have met several times with the trustees' committee and many times with the administrative council. You have noticed from the confidential memoranda sent you that the administrative

council grappled with the central question of allocation of functions.

This is the question I submitted for the consideration of the executive committee more than six months ago. In our analysis we started with the fact that there was to be a distinctly woman's college of four years of arts and sciences. We made an outline analysis on the blackboard of two years of basic courses (with variations based on the aptitudes and choices of individual students) running through the whole University with no duplication in schools or curricula in the upper and graduate years. I simply submitted that as one way of consolidation and asked for consideration and criticisms. In the annual report to the full board last January the same question was raised, and the point was made that since graduate work was most highly specialized and costly it should be most highly concentrated.

We have thus had the question of the functions of the several divisions of the University raised in the deliberations of three different groups with special regard to engineering: the inter-institutional and state-wide committee of engineers on engineering education, the trustees' committee on consolidation, and the administrative council. The memoranda prepared by the deans, the engineers, and the faculty members of the administrative council were sent to all members of the board.

In one of the most thoughtful papers presented to the committee on engineering education and made available to the trustees' committee, the administrative council, and to all members of the board, it was proposed that, along with the textile school, a school for specific industries be established at State College, and that the professional school of engineering be established at Chapel Hill. In this school of industries students would be trained for specific work in industries as skilled technicians, operators, and more practical engineers.

In the study made for the Society for the Promotion of Engineering Education there is clearly pointed out the need in America for technical schools giving a more intensive training and more practical training for supervising and technical positions in particular industries and for engineering work of a less highly scientific character. American industries could absorb annually forty to fifty thousand men thus trained. The engineering schools of college grade are not, according to the studies of the society, best suited to meet this wide need. These needs, it is suggested in the studies for the society, can better be met not by colleges or

universities, not by junior colleges, but by post-secondary technical high schools, by evening schools, correspondence and extension courses, but best of all by technical institutes in the industrial centers. This work in the school for industries or the technical institute is summarized in the study (using largely the words of the report):

(1) as post-secondary but distinct in character from a college or a university;

(2) as designed to train men and women in the area between the skilled crafts and the highly scientific professions, a fair number of whom advance to the professional status;

(3) as meeting the needs of those who through previous or collateral experience in industry have found their bearings and desire intensive preparation for chosen lines of progress; and

(4) as characterized by direct methods of teaching, emphasizing doing rather than study; and

(5) as following in its scheme of instruction the actual usage of industry rather than that of professional engineering schools.

The conclusion reached in this study for the society is to the effect that, as a general rule, such training does not belong in the engineering school or in a college or university but can best be provided in technical institutes. To make such a school of college or university grade unfits it, it is pointed out, to meet these needs of industries and causes it to duplicate either the engineering school or the school of business administration or both with less effectiveness than either. I am clearly a layman in this matter but I cannot by such light as I have as yet make a recommendation for the establishment of a school of industries counter to the conclusions of the studies of the Society for the Promotion of Engineering Education. Our real question is whether we shall as a policy have within the University one engineering school or two engineering schools on the college level.

In the deliberations of the administrative council the main consideration has been given to the basic question of allocation of functions. One member, with clear and penetrating analysis, proposed as educationally sound and financially economical allocation of functions according to major functions, with provision for such minor functions as are necessary and incidental to the major functions. For example, engineering might be a major function of State College and a minor function of the University at Chapel Hill. Business administration likewise might be a major function of the University at Chapel Hill and a minor function of State

College. In both cases only the staff and courses already in existence for the major function would be available for the minor function subject to strict University control. This, it was explained would enrich the offerings and life of both institutions. This is a most worthy proposal, but its difficulty lies in the practicability of the limitation that would prevent a minor function gradually through the years from becoming a major function. With no clear-cut basis of allocation of functions, the courses in the arts and sciences in the land grant college become in time a school of science and business or a college of arts and sciences, and a few engineering curricula become in the separate state university a full-fledged School of Engineering. Thus duplication goes on its way of the competitive drainage of support.

Within the Consolidated University a few of the engineering courses at Chapel Hill can be continued in the curricula of a major function of its allocated college or school. For example, sanitation naturally belongs in the department of public health. At State College, most of the courses in the arts and sciences can be made basic to and a continuing part of the major functions of the technological schools.

Facing squarely the issue of the clear-cut allocation of functions as one way of consolidation, and the allocation of major functions with their incidental minor functions as another way of consolidation, the administrative council recommended in favor of a basic two years with clear-cut allocation of functions on the upper college and graduate level.

Let us look squarely at the long-run issues before us. We have, it appears, three main alternatives:

(1) Outright physical consolidation of two or all three institutions on one campus, for example, at the historic seat of the University at Chapel Hill.

(2) The stopping of consolidation where it is, with duplication continuing in the upper years in the engineering school, science curricula, and departments of education.

(3) Preservation of the locality, institutional integrity, historic traditions, values, and loyalties around the basic purposes of each institution, but with no duplication of schools or curricula in the upper and graduate years.

We consider physical consolidation as impracticable and impossible. It is now financially out of the question and contrary to the wishes of the people. The state has given to each of these three institutions an historic rootage deep and wide in the soil and life

of the people. To stop consolidation where it is will leave unsettled acute questions, will intensify competitive rivalries and potential antagonisms, will tend to more duplication in the upper and graduate years, and will set in reverse the whole process of consolidation.

The third main alternative is to build on a strong cultural foundation of basic though not uniform courses the threefold University with allocation of functions and (except for the due functional recognition of the Woman's College as a college of arts and sciences) without duplication in schools or curricula on the upper and graduate levels. This means the school of science and business would be eliminated at State College, the school of engineering would be eliminated at Chapel Hill, and teacher training at State College would be confined to vocational education in agricultural and industrial arts. * This clear-cut consolidation will make necessary some hurts to persons and even temporary damages to some part of all three institutions. Yet it is, we believe, the wisest long-run way of building on the grounds that we have a threefold state University of all the people.

An examination of the failure to provide for a clear-cut allocation of functions among the state institutions of higher learning will reveal the actual and prospective failure of institutions to make the most of their purposes and possibilities. The college of arts and sciences at Chapel Hill and the Woman's College have become recently more clearly aware that they were failing to provide a modern liberal education. By concentrating on their major function these colleges propose to provide a more modernized and socialized curriculum more intelligently adapted to the needs of both the students and the sort of world in which the students are to work, think, and live. Changes have been made in the language requirements to allow freer opportunities for studies in the social and biological sciences. In the arts college at Greensboro will be provided next fall an art department. The A.B. in music will also be provided there for the first time along with the heavily technical bachelor of music which provided the young women with music but with little education. In line with the recommendations of the administrative council the faculty of the school of agriculture at State College have voted for a two year course of more fundamental subjects as a basis of both a more total development of the personalities of the students and the agriculture and forestry of the State.

The basic arts and science courses at State College should

serve the purposes of the college of agriculture and engineering and should have a larger place but inside the curricula of the technological schools. There are in North Carolina a good number of colleges of arts and sciences and many departments of education but there is only one school of agriculture, one school of textiles, one department of vocational education training teachers to teach agriculture and to teach industrial arts. By wise concentration on function it will not much longer be true that the North Carolina schools have to get most of the teachers of industrial arts outside of North Carolina, that North Carolina makes no direct appropriation for agricultural research at State College, and that we have for chemical engineering at one institution a lack of staff and at another a lack of equipment.

In the proposed allocation of functions each college, school, and division of the University would serve, we believe, more truly and greatly its purpose. We would allocate to the technological college of the University, to the College of Agriculture and Engineering, the school of engineering and to the University at Chapel Hill the college of arts and sciences (including applied science, e.g., pre-medical) which has always been there. Arts and sciences or the humanities, the natural and exact sciences, and the social sciences will be more deeply under and within the technological schools at State College, a part of rather than apart from these schools. On the other hand, the sciences at Chapel Hill will not be abated or diminished but rather will grow in use and power as the years go by. The University of Chicago has no engineering school, and yet its departments of mathematics and science, basic both to its college of arts and sciences and to its graduate school, are recognized as useful and eminent by the whole world.

In making my recommendations for a clear-cut allocation of functions as a long-run policy I have not based them on temporary costs and damages. With three years in which to make the adjustments a growing University will find use for most of the property involved. The temporary costs and damages will be absorbed in the larger values of a coördinated and consolidated University given to the development of youth and the building of the state.

To this end we make the following recommendations:

I. Effective September, 1935, no new registrations in the school of engineering or for any curricula in the school of engineering of the University at Chapel Hill and no new registration in the school or for any curricula in the school of science and

business of the State College of Agriculture and Engineering of the University at Raleigh.

II. Discontinuance of each of these schools and the curricula of each of these schools within three years.

III. The establishment at State College of a general college of two years of basic courses in the humanities, natural and exact sciences, and the social sciences as the foundation of the schools of agriculture and forestry, textiles and engineering. The faculty of each technological school to provide, in the pre-school curricula of the general college, for a minimum of general technical and special technical courses to meet the individual aptitudes and choices of the students. The faculty of the general college to provide in the curricula of the upper years of each technological school for a minimum of the more general cultural courses in the humanities, natural sciences, and social sciences.

The curricula thus coöperatively made by the several faculties to be reviewable by the dean of administration with the college faculty advisory committee and finally, by the president with the administrative council of the whole University. No degrees to be given by the general college. Degrees to be given in the technological schools.

IV. Effective September, 1935, no new admission of women students to the freshman and sophomore classes at the University at Chapel Hill and at State College.

V. The establishment of an all-University division of education on a functional basis for the training of teachers and to give unity and leadership to professional education in North Carolina. All undergraduate elementary education to be at the Woman's College. Professional education at State College to be confined to agricultural education and industrial arts. Secondary education to be provided both at Chapel Hill and the Woman's College. Supervision and administration to be only on the graduate level and all graduate work in education, excepting vocational education at State College, to be at Chapel Hill. Physical education to be a department in the college of arts and sciences at the Woman's College and at Chapel Hill; and to be a department in the general college at State College and to be available as courses but not as a curriculum in all the technological schools at State College. The departments of education at the Woman's College and at Chapel Hill to be in both the college of arts and sciences and the all-University division of education. The department of vocational education in agriculture to be in both the college of agriculture

and the all-University division of education. The department of vocational education in industrial arts will be in both the school of engineering and in the all-University division of education. All new registrations in the department of education at State College to be in vocational education.

VI. A department of art to be established at Chapel Hill and at the Woman's College.

VII. In the all-University graduate school graduate work as far as practicable to be concentrated at Chapel Hill and administered by a dean and graduate council organized on a functional basis and appointed by and responsible to the president. All doctor's degrees to be given as now at Chapel Hill but on the basis of the resources of the Consolidated University.

The master's degree in agriculture and forestry, the postgraduate or graduate degree in textiles and textile research, the professional or graduate degree in vocational education in agriculture and in industrial arts, and the professional, postgraduate, or graduate degrees in engineering to be given at State College under the authority of the dean and council of the graduate school.

The master's degree in home economics and the postgraduate, professional, or graduate degree in secretarial science to be given at the Woman's College.

All duplication of supporting departments on the graduate level to be reduced to a minimum through mobility of students and faculty.

In reaching these conclusions I have had the advice and values of many experts and many committees. To all these I am humbly but deeply grateful. For the recommendations, however, I take entire responsibility.

These recommendations are submitted by way of allocation of functions, coördination of colleges, schools, and divisions, and consolidation of the resources, opportunities and values of the whole University, not to destroy but to fulfill the functions and the great democratic mission of the University of North Carolina as the University of all the people, through all the generations to come.